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ANNEX J-1(a)

THE 29 JANUARY 1946 PLAN FOR COLLABORATION
BETWEEN THE ARMY AND NAVY IN THE COMMUNICATION
INTELLIGENCE FIELD

Op-20-G-jac

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29 January 1946

MEMORANDUM

Subj: Policy Regarding Collaboration between the Army and Navy in the Communication Intelligence Field.

Encl: (A) Suggested duties and responsibilities of Coordinator of Joint Operations.

1. It is proposed that the present STANCIB-STANCICC organization be modified to include a "Coordinator of Joint Operations" who would function under the directives of STANCICC to coordinate the Intercept Coverage, Processing and Allocation of those tasks which by mutual agreement are a joint responsibility of the Army and the Navy. Under such an arrangement the sub-committee for Intercept Coordination would be replaced by a Joint Intercept Coverage Control Group.
2. In order to insure the assignment of an officer of adequate rank and technical experience and to simply control problems and minimize control personnel, the Chief of the Army Security Agency and the Assistant Chief of Naval Communications for Communication Intelligence will alternate as "Coordinator in Joint Operations" for a term of one year, or other period as agreed upon by STANCIB. The Coordinator's senior assistant shall be an officer of suitable rank and technical qualifications from the opposite Service who normally will head the joint processing allocation group. The officers in charge of the two joint control groups shall be from opposite Services.
3. The suggested outline of duties of the coordinator is appended as enclosure (A). This plan pertains only to the collection or production of information and is not concerned with the evaluation or dissemination of intelligence.

J. N. WENGER

Op-20-G

Army, Navy and NSA
review(s) completed.

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DUTIES AND RESPONSIBILITIES OF
COORDINATION OF JOINT OPERATIONS

1. The Coordinator of Joint Operations shall function under the control of STANCIB-STANCICC as executor of policies and directives formulated by STANCIB-STANCICC for the allocation of tasks for such intercept and processing capacities as may in effect be made available for joint use by ASA and Op-20-G, and for coordination of these joint projects with other U.S. and foreign intelligence agencies. The operating heads of ASA and Op-20-G will be responsible to STANCIB-STANCICC for accomplishment of the tasks allocated by the Coordinator.
2. It is expected that a certain percentage of the intercept and processing capacities, within limits agreed upon by STANCIB, would be reserved and controlled entirely by ASA and Op-20-G respectively for the performance of strictly military or naval tasks, the remaining capacities being placed at the disposal of the coordinator for accomplishing such tasks as he may direct. In the utilization of the joint capacities thus made available to him to accomplish joint tasks directed by STANCIB-STANCICC, he shall be guided by the principle of (a) obtaining the maximum of intelligence in the minimum of time, (b) maintaining technical continuity, and (c) providing continued training of the personnel of both Communication Intelligence organizations. It is not required that all capacities allocated to the coordinator necessarily be used on problems of joint interest. For example, it may become desirable for naval supplementary radio stations to intercept traffic of a purely military nature in which the Navy would have no interest other than furnishing assistance.
3. To assist him in carrying out his duties, there will be a Joint Intercept Control Group and a Joint Processing Allocation Group. In addition, he shall have assigned to him the necessary clerical, administrative, and analytical assistance from each service, but in the interest of minimizing requirements he will endeavor to utilize existing facilities wherever practicable.
4. In controlling joint intercept coverage, he will assign such coverage in a manner calculated to obtain optimum results on productive frequencies. He will be supplied by each agency with all information regarding frequencies and will maintain the master record of such data;

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will obtain and publish to each service ionospheric data as required; and will be responsible for keeping necessary records regarding the assignments, availability, location, and capabilities of the various receiving positions assigned to him.

5. In carrying out his duties of processing allocation for each service, he shall be guided by the following principles:

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[REDACTED]

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b. Joint-use systems and those other than strictly [REDACTED] [REDACTED] should then be considered as falling into either (1) those from which intelligence is wanted because of the known or suspected value of the information, and (2) those of known or expected low intelligence interest, which may be used for training.

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c. For those systems other than strictly military [REDACTED] in category (b) (1), assignment should be on the basis of the following principles progressively considered.

(i) Available capacity in terms of personnel and other facilities for handling the task. (Since the primary principle of allocation is to produce maximum intelligence, the first consideration in the allocation of a task is always to place the task where it can be done best. Thus each processing center will be given tasks in accordance with the facilities and talents available and, so far as possible, in sufficient volume to utilize completely its full potentialities.)

(ii) So far as facilities are equally available, systems related cryptographically should normally be assigned to the same service. (e.g. Assuming each service had facilities available for more work and a system with "Y" cryptographic characteristics was being considered for assignment, Unit "A", through prior assignment, has developed facilities for attacking "Y" type problems - the new system of "Y" type would be assigned to Unit "A".)

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[REDACTED]

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d. Systems other than strictly military or naval, that fall into the category described in (b) (2) above should be assigned in the light of the following:

(i) Needs of the services for training on the type of material available. Thus, under this principle, diversity of training materials becomes desirable.

(ii) If not inconsistent with the foregoing, systems related in general interest to previously assigned tasks should be assigned to the same service. Thus, if country X were an originator in each of several fields, and, further, its traffic thought to be unimportant, the entire traffic of country X might be assigned to a particular unit because country Y, a near neighbor, with a similar problem, was previously assigned to that unit.

e. Allocations to Coast Guard, F.B.I., or other authorized agencies would be made in accordance with current policy and existing agreements.

f. Allocation of a task carries with it responsibility for control or direction of the work, but does not preclude the service responsible from requesting assistance from the other when desirable. Neither the classifications of systems nor the assignments are intended to be static. Any system may be moved from one category to the other or from one unit to the other, as additional information becomes available, as the policy changes, or as the world situation changes, as necessary to readjust the work load of the processing centers.

6. To allocate C.I. tasks on the principles set forth in paragraph 5 will require the formation of a "Joint Traffic Identification Center" under the administration of the "Joint Allocation Control." This group would consist of a suitable number of cryptanalytic, traffic analysis and clerical personnel from each service to (1) accumulate all traffic in

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unidentified or unassigned systems; (2) make a preliminary analysis of the problems and potentialities of each such system; (3) distinguish between changed and new systems; (4) keep track of unassigned systems, to know when enough traffic has been accumulated to make an assignment of the task feasible and (5) to keep the "Joint Allocation Control" informed of the status of all systems, assigned and unassigned.

a. It is expected that all traffic in assigned systems will be sent directly to the responsible unit.

b. Pending assignment, all unassigned or unidentified traffic would be received, accumulated, studied and appropriately filed by the Identification Center.

c. If and when systems are removed from assignment for lack of usefulness or other reason, all traffic and pertinent technical information will be returned to the Identification Center and new traffic in such systems will also be sent there for accumulation.

d. When an assignment is made, all accumulated traffic and technical data will be turned over to the unit that gets the assignment.

e. All unsorted traffic from sources other than Army or Navy intercept nets will be directed first to Joint Traffic Identification Center for identification and further distribution to the unit responsible for processing.

f. It is desirable that the center be provided with the technical aids and personnel necessary to accomplish its function. However, either service or both may be called upon to assist as may be practicable in preliminary analyses of systems or other necessary work.

7. To function adequately the "Joint Allocation Control" will require complete current information from all processing centers concerning (1) available mechanical, personnel and space facilities; (2) available special talents; (3) training needs; (4) progress on assignments; (5) crypto-intelligence; (6) identification data; (7) agreements; and (8) policy. It is inherent in the proposal that the "Joint Allocation Control" shall expect each service to furnish essential information promptly, completely, regularly and in a form prescribed.